DOCUMENT RESUME

ED 364 161 HE 026 959

TITLE	Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses, 1991-1992. [Final Report.]
INSTITUTION	Virginia State Governor's Office, Richmond.
PUB DATE	92
NOTE	56p.; For a related document, see HE 026 960.
PUB TYPE	Reports - Evaluative/Feasibility (142) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Alcohol Abuse; Alcohol Education; *Campuses; Colleges; College Students; Community Colleges; Drinking; *Drug Abuse; Drug Education; Higher Education; Law Enforcement; Medical Services; Policy Formation; School Security; *Sexual Abuse; *Substance Abuse; Universities; *Violence
IDENTIFIERS	*Virginia

ABSTRACT

This document presents the findings of a legislatively mandated task force on substance abuse and sexual assault on Virginia's college, university, and community college campuses. Following a series of public hearings on the issues, the Task Force divided into three focus area Committees: Education, Treatment, and Enforcement. Each committee developed recommendations which were used to develop a summary set of 46 recommendations from the Task Force as a whole. The recommendations expand on key principles: (1) campuses should be communities of civility free of violence and substance abuse; (2) students who are victims of substance abuse or violence should have treatment services available; (3) students should be educated about substance abuse and sexual assault during secondary and higher education; (4) students should understand their college's judicial system and the local criminal justice system; (5) administrators, faculty members, alumni, and students leaders should set examples of responsible behavior for the campus community. Includes correspondence, the order establishing and charging the task force, list of hearings and task force members, two surveys, and a list of those who assisted in the process. (JB)

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ED 364 161

GOVERNOR'S TASK FORCE ON SUBSTANCE ABUSE AND SEXUAL ASSAULT ON COLLEGE CAMPUSES

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GOVERNOR'S TASK FORCE ON SUBSTANCE ABUSE AND SEXUAL ASSAULT ON COLLEGE CAMPUSES

COMMONWEALTH of VIRGINIA

James W. Dyke, Jr.
Secretary of Education

Office of the Governor
Richmond 23219

(804) 786-1151
TDD (804) 786-7765

March 9, 1992

The Honorable Lawrence Douglas Wilder
Governor, Commonwealth of Virginia
State Capitol
Richmond, Virginia 23219

Dear Governor Wilder:

It is with pleasure that I submit to you the final report of the Task Force on Substance Abuse and Sexual Assault on College Campuses.

By Executive Order Number Thirty (91), this Task Force, in accordance with Sections 2.1-51.35 and 9-6.25 of the Code of Virginia, was charged with advising you on how the Commonwealth could further address and overcome two interrelated problems on Virginia's college, university and community college campuses: substance abuse (including alcohol and illegal drugs) and sexual assault. Examination of these problems were to include prevention, education, treatment, and law enforcement. We were also requested to study the process and procedures currently used to report such incidents and to pay particular attention to identifying potential cooperative relationships between institutions of higher education, the state, and localities, as well as assess the different circumstances of students who commute to college, those who live in student housing, and those who reside off campus.

For the past eight months, this 27-member Task Force has been considering ways to deal with these issues. Our members were divided into three Committees: Education, Treatment and Enforcement. The goal of each Committee was to identify each problem related to their specific charge. Through public hearings and Task Force meetings, we were able to receive input from students, faculty, law enforcement officials, educators, professionals from state agencies and the private sector, as well as concerned citizens, before providing you with recommendations. Careful consideration was also given to possible costs to the Commonwealth's citizens before releasing this final report to you.

This Task Force believes the recommendations contained within this report are substantive and deal with the issues in effective and pragmatic ways. We commend this final report to you, and the General Assembly of Virginia, and we recommend wide distribution to college and university Presidents and Boards of Visitors/Boards of Trustees.

Respectfully submitted,

James W. Dyke, Jr.
Chairman

JWDJr:kr

Enclosure

COMMONWEALTH of VIRGINIA

Office of the Governor
Richmond 23219

Lawrence Douglas Wilder
Governor

(804) 786-2211
TDD-371-8015

EXECUTIVE ORDER NUMBER THIRTY (91)

CREATING GOVERNOR'S TASK FORCE ON SUBSTANCE ABUSE AND SEXUAL ASSAULT ON COLLEGE CAMPUSES

By virtue of the authority vested in me as Governor under Article V of the Constitution of Virginia and, including, but not limited to, Section 2.1-51.36 of the Code of Virginia, and subject to my continuing and ultimate authority and responsibility to act in such matters, I hereby create the Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses.

The Task Force is classified as a gubernatorial advisory Commission in accordance with Sections 2.1-51.35 and 9-6.25 of the Code of Virginia.

The Task Force shall have the specific duty of advising the Governor on how the Commonwealth could further address and overcome two inter-related problems on Virginia's college, university and community college campuses: substance abuse (including alcohol and illegal drugs) and sexual assault. The Task Force shall examine activities relating to substance abuse and sexual assault including prevention, education, treatment, and law enforcement. The Task Force shall also study the process and procedures used to report substance abuse and sexual assault on college, university and community college campuses. The Task Force will pay particular attention to identifying potential cooperative relationships between institutions of higher education, the state and localities. In addition, the Task Force will assess the different circumstances of students who commute to college, those who live in student housing, and those who reside off campus.

Members of the Task Force shall be appointed by the Governor and shall serve at his pleasure. The Task Force shall consist of no more than 27 members, including public and private college and university presidents, a representative of the State Council of Higher Education, state, local, and campus law enforcement officers, students, and legislative representatives, representatives of the Office of the Governor, Attorney General Mary Sue Terry, Lieutenant Governor Donald S. Beyer, Jr., and a representative of the Office of the Attorney General. My initial appointments are attached as Appendix I of this executive order.

In recognizing the cooperation that will be necessary between the education and law enforcement communities, I appoint the Secretary of Education as Chairman of the Task Force and the Secretary of Public Safety as Vice-Chairman.

Such funding as is necessary for the fulfillment of the Task Force's responsibilities during the term of its existence shall be provided under a grant from the United States Drug-Free Schools and Communities Act of 1986. Other support as is necessary for the conduct of the Task Force's business during the term of its existence may be provided by such executive branch agencies as the Governor may from time to time designate. Total expenditures for the Task Force's work are estimated to be $25,000.

Such staff support as is necessary for the conduct of the Task Force's business during the term of its existence will be provided by the Office of the Secretary of Education through staff assigned temporarily to the State Council of Higher Education for Virginia under the previously mentioned grant or provided by such executive branch agencies as the Governor may from time to time designate. An estimated 5,000 hours of staff support will be required to assist the Task Force.

Members of the Task Force shall be reimbursed only for reasonable and necessary expenses incurred in the performance of their official duties.

The Task Force shall complete its examinations of these matters and report to the Governor no later than April 1, 1992. It may issue interim reports and make recommendations at any time it deems necessary.

This Executive order shall become effective April 17th, 1991, and shall remain in full force and effect until April 1st, 1992, unless amended or rescinded by further executive order.

Given under my hand and under the Seal of the Commonwealth of Virginia this 16th day of April, 1991.

Lawrence Douglas Wilder
Governor

Attested:

Pamela M. Womack
Secretary of the Commonwealth

COMMONWEALTH of VIRGINIA

Office of the Governor
Richmond 23219

Lawrence Douglas Wilder
Governor

(804) 786-2211
TDD-371-8015

January 10, 1992

MEMORANDUM

To: The Honorable James W. Dyke, Jr.
Secretary of Education

From: Lawrence Douglas Wilder

Subject: Substance Abuse and Sexual Assault Task Force Report

I have reviewed the final recommendations of the Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses. It is a comprehensive and thoughtful set of recommendations.

After review, I am directing you to issue the final set of recommendations and commence implementation with one exception, the grain alcohol issue. I am directing the Governor's Council on Alcohol and Drug Abuse to conduct a six month study of the grain alcohol issue and prepare a final report and recommendation. At that time, I will make my final determination on this matter.

In addition, in accordance with the Task Force recommendations, I am directing that the ABC increase the price and decrease the proof of grain alcohol.

In implementing the approved recommendations, integration and coordination of the implementing activities is important to eliminate duplication of time, effort and costs. As always, please keep me regularly informed of the status and progress.

The quality and completeness of the recommendations reflect the seriousness of substance abuse and sexual assault on our campuses. The report is a credit to the Task Force. Please convey my sincerest thanks to the members.

LDW/wep

MEMBERS OF THE TASK FORCE

Appointments by the Governor

James W. Dyke, Jr., Secretary of Education,
Chairman

Robert L. Suthard, Secretary of Public Safety,
Vice-Chairman

Mr. Lawrence R. Ambrogi, *President*
Virginia Association of Commonwealth's Attorneys

Lt. Colonel Carl R. Baker, *Director*
Bureau of Criminal Investigation
Department of State Police

Mr. Louis E. Barber, *Sheriff*
Montgomery County

The Honorable Donald S. Beyer, Jr.
Lieutenant Governor
Commonwealth of Virginia

Mr. Gerald J. Bright, *Chief of Police*
Christopher Newport College

Dr. John T. Casteen III, *President*
University of Virginia

Mr. Matthew W. Cooper, *Student*
University of Virginia

Dr. Gordon K. Davies, *Director*
State Council of Higher Education

Dr. King Davis, *Commissioner*
Department of Mental Health, Mental Retardation and Substance Abuse Services

Dr. Robert Greene, *Provost*
J. Sargeant Reynolds Community College

Mrs. Norma Harvey
Business Assistance Center, Hampton University

Dr. George W. Johnson, *President*
George Mason University

H. Lane Kneedler, *Esquire*
Chief Deputy Attorney General
Office of the Attorney General

Ms. Suzanne Lavigne, *Graduate Student*
James Madison University

Dr. Linda Koch Lorimer, *President*
Randolph-Macon Woman's College

Dr. Wesley McClure, *President*
Virginia State University

Walter A. McFarlane, *Esquire*
Executive Assistant for Policy/Counsel to the Governor, Office of the Governor

Mr. Robert B. Northern
Special Assistant to the Governor for Drug Policy
Office of the Governor

The Honorable W. Roscoe Reynolds
Member, Virginia House of Delegates

The Honorable Richard L. Saslaw
Member, Virginia Senate

Mr. Michael Shetfield, *Chief of Campus Police*
University of Virginia

Dean Timothy J. Sullivan
Marshall-Wythe School of Law
The College of William and Mary

Dr. Charles W. Sydnor, Jr., *President*
Emory and Henry College

Mr. Marty M. Tapscott, Chief of Police
Richmond Bureau of Police

The Honorable Mary Sue Terry
Attorney General
Commonwealth of Virginia

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EXECUTIVE SUMMARY

The Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses was created on April 16, 1991, in response to several events that had raised concerns about the current climate on Virginia's campuses. In an effort to combat substance abuse and sexual assault problems, Governor Wilder charged the Task Force with advising him of how the Commonwealth's colleges and universities could overcome these two interrelated problems. Members of the Task Force, appointed by Governor Wilder, included government representatives, representatives from Virginia's institutions of higher learning, law enforcement officials, state legislators, and students.

Through a series of public hearings, Task Force members heard accounts of the magnitude of substance abuse and sexual assault problems on college campuses and recommendations on how these issues could best be addressed. Secretary of Education, James W. Dyke, Jr., Chairman of the Task Force, also met with students at 13 of Virginia's universities and colleges to personally hear their concerns and suggestions.

Upon determining the scope of these problems and the underlying issues involved, the Task Force set about developing its recommendations. The Task Force was divided into three focus area Committees: Education, Treatment, and Enforcement. Each Committee developed recommendations focused on its target area. Building on Committee reports, the full Task Force then developed a summary set of recommendations.

Summary Recommendations, which follow, are divided by subject matter, including implementation, education, enforcement, and treatment. Where applicable, the Committee originating the recommendation is noted in parenthesis. Recommendations proposed to the Task Force by individual members are also noted.

In general, the recommendations expand on the following summary principles:

- Virginia's college campuses should be communities of civility, devoid of interpersonal violence and substance abuse. The atmosphere at each institution should be one that is most conducive to learning, for the primary purpose of each institution is the education of its students.

- Students who are victims of sexual assault or who have substance abuse problems should have adequate treatment services made available to them. Students should be kept aware of the availability of these services.

- Students should receive education on the subjects of substance abuse and sexual assault, both as part of their secondary school education and throughout the course of their college careers. Students should understand what constitutes sexual assault and what treatment services are available should they become victims. Students should have knowledge of the laws governing the use of substances, both alcoholic beverages and illicit drugs, and the dangers involved in the use of these substances.

- All students should have a thorough understanding of their college's judicial system and the local criminal justice system so that if they should become the victim of a crime, they will have an adequate understanding of the procedures involved, and will not be dissuaded from reporting the incident.

- Administrators, faculty members, alumni, and student leaders should set examples of responsible behavior for the campus community. They should be active participants in the education of students on substance abuse and sexual assault, and should be accessible to students who have substance abuse problems, or who are victims of sexual assault and are in need of assistance and support from their fellow campus community members.

It is important to note that these recommendations are consistent with the recommendations made in the first report of the study, *Sexual Assault and Rape on Virginia's Campuses*, conducted by the State Council of Higher Education (SCHEV).

Few distinctions have been made in our recommendations between public and private colleges and universities, however, we do acknowledge that reporting and coordination relationships differ among these institutions. While acknowledging those differences, we still urge implementation of these recommendations at all higher education institutions in the Commonwealth.

Following are Summary Recommendations of the Task Force. The original full reports of each Committee are included as Chapters Two, Three, and Four of this report. Chapter One explains the formation of the Task Force, provides background on substance abuse and sexual assault on college campuses, and discusses in detail the approach taken in investigating these issues and developing recommendations to address these problems on Virginia's campuses. Appendices, including Acknowledgements conclude the report.

FINAL RECOMMENDATIONS OF THE GOVERNOR'S TASK FORCE ON SUBSTANCE ABUSE AND SEXUAL ASSAULT ON COLLEGE CAMPUSES

The following are recommendations of the Governor's Task Force to combat substance abuse and sexual assault on Virginia's college campuses. These recommendations are grouped according to subject matter, but because of their diverse nature, may belong in more than one category. The order of these recommendations should not be construed as a ranking of their priorities. It is understood by members of the Task Force that the structure and traditions of individual institutions will affect how these recommendations are implemented, but it is recommended that institutions implement them to the greatest degree possible.

IMPLEMENTATION

1. The President of each institution must take the lead in promoting the implementation of the recommendations of the Task Force. The Presidents are urged to:

   - issue a statement explaining the work of, and recommendations from, the Governor's Task Force and be actively associated with the institution's compliance with the Federal Drug-Free Schools and Communities Act Amendment of 1989,

   - review the work of the Task Force and the resulting recommendations with their Boards of Visitors/Boards of Trustees before the end of the 1991-92 academic year, and

   - solicit the support of alumni/ae groups for responsible drinking practices advocated by the institution. (Education Committee)

2. Universities and colleges should identify a campus team, or authorize an existing council, to review the institution's programs and initiatives in response to the recommendations of the Task Force, and to help develop, implement, or evaluate their policies, procedures or environmental conditions related to the treatment or prevention of these problems. This campus team should be representative of a cross-section of the campus community. This

group should report in two years to the State Council of Higher Education and the Secretary of Education on the progress made in meeting its goals and objectives in these particular areas. Subsequent reports may be requested, as deemed necessary, by the State Council of Higher Education and/or the Secretary of Education. (Education and Treatment Committees)

3. Each college and university which has not already done so should specifically designate a person or persons with responsibility for coordinating educational efforts to address issues of substance abuse and sexual assault. (Education Committee)

4. The Task Force encourages the Virginia Association of Student Personnel Administrators (VASPA), the Virginia Association of College and University Housing Officers (VACUHO), the Virginia College Personnel Association (VCPA), the Virginia Association of Campus Law Enforcement Administrators (VACLEA), and the Council of Independent Colleges in Virginia (CICV) to include programs related to the Task Force's recommendations in the annual meetings of those associations in the next 18 months and on a continuing basis. VASPA is also encouraged to include programs pertaining to these matters in one of its upcoming conferences for student leaders. (Education Committee)

5. There is potential for substantive overlap in the work of the study groups created by the recommendations of the Task Force. The Secretary of Education should assume responsibility for coordination among these groups to assure consistency and avoid unnecessary duplication. (Full Task Force)

6. Institutions should cooperate to share program ideas, training, and services which address the issues of substance abuse and sexual assault. (Individual Member)

EDUCATION

7. Every campus in the Commonwealth should include attention to sexual assault and substance abuse in orienting new students. While the contours of an institution's orientation program will differ from campus to campus, we strongly encourage each institution to incorporate specific components, outlined in the Education Committee's report (Attachment B), in planning its orientation programs. The programs need to be augmented by follow-up activities planned during the academic year for audiences which should include upperclass and other students not reached by orientation. These programs should endeavor to eliminate stereotypes and myths about sexual assault and substance abuse in the course of their instruction. Those universities and colleges with internal campus bodies that adjudicate charges of sexual assault and substance abuse should ensure that all persons serving on such hearing boards receive specialized training, including the institution's policies, applicable local, state, and federal laws, and training on victimology. (Education Committee)

8. The orientation of faculty, teaching assistants, and residence hall staff members should include information about the institution's policies and programs relating to substance abuse and sexual assault, so that those who teach and work with students have a fuller appreciation of these issues and can render appropriate support. (Education Committee)

9. All institutions should have those persons who might first have contact with students about a case of sexual assault provide the student with a written description, in plain English, which summarizes the various avenues and alternatives available to the student. This form will be drafted by the working group established in Recommendation 21. A model form should be made available to the institutions by the end of the 1991-92 academic year. (Education and Enforcement Committees)

10. Peer education should be incorporated into the substance abuse and sexual assault programs at each university and college. Fraternities and sororities and other student organizations should be encouraged to actively participate in the planning of these programs, identifying ideas for the programs, and ways to encourage full participation by individual groups. (Education and Treatment Committees)

11. Annual statewide conferences which focus on effective treatment and prevention programs in the areas of substance abuse and sexual assault should continue to be supported by a combination of state agencies and colleges and universities. (Treatment Committee)

12. University and college administrators should be encouraged to work with fraternities and sororities to identify and cultivate additional sources of counsel and support for addressing problems of substance abuse and sexual assault. Specifically, institutions are urged to:

    - establish closer working relationships with the national fraternity and sorority organizations and to make better use of the national fraternity and sorority programs and resources, including chapter and regional advisors,
    - create alumni/ae councils, if not already developed, to work cooperatively with fraternity and sorority chapters and their local governing boards,
    - encourage and invite greater faculty participation with fraternities and sororities beyond the role of chapter advisors, and
    - encourage more communication and interaction between fraternities and sororities and community groups. (Education Committee)

13. National fraternity and sorority organizations need to provide leadership on the issues of substance abuse and sexual assault. In particular, national organizations should be encouraged by the Presidents, in conjunction with the Secretary of Education, to convey to local chapters heightened expectations for each local chapter to monitor activities within its house, and to foster an environment where substance abuse and sexual assault are not countenanced. (Education Committee)

14. Each university and college in Virginia should work with sorority and fraternity leaders on its campus to create a written statement of the relationship between the institution and the fraternity/sorority. Institutional expectations should be made clear and include delineation of specific policies as well as education, prevention, and enforcement measures in the are a of substance abuse and sexual assault. (Education Committee)

15. Each fraternity and sorority should review annually and in writing, its policies, procedures, and activities in relationship to its purposes as an organization and convey a written summary of its finding to the institution. The institution should communicate with the appropriate fraternity and sorority, at both the local and national level, any problems which are noted as a result of this annual self-assessment. The institution should also inform local and national organizations of the possible sanctions for not undertaking the self-study and/or not correcting problems that are identified. (Education Committee)

16. To foster greater civility and enhancement of community, sororities and fraternities should take positive steps to return to their fundamental purposes and aims. In particular, each fraternity and sorority should be encouraged to be involved in community service activities on a regular basis, as evidence of its fundamental purposes. An example of an effort to highlight basic fraternal principles and encourage their application to daily living is the National Interfraternity Conference program, Challenges and Choices, which should be considered by each institution. (Education Committee)

17. The Virginia Department of Education should continue programs in secondary and elementary schools which focus on substance abuse prevention, with emphasis placed on alcohol use. Similarly, secondary school officials are encouraged to expand educational programming about sexual assault for their students. Virginia colleges and universities should consider assisting in this regard by creating partnerships with secondary schools in their surrounding localities, to assist in providing substance abuse and sexual assault education to secondary school students. (Education Committee)

18. Colleges and universities should advise the counselors of high schools, from which they recruit students, about the services available to students on campus for victims of sexual assault or individuals with substance abuse problems. This communication can be accomplished through counselor newsletters or admission representatives, or through other means to be determined by the institutions. (Treatment Committee)

ENFORCEMENT

19. There is a need for a high level of cooperation between campus police/security departments and the law enforcement agencies of adjacent jurisdictions. To achieve an optimal level of cooperation and communication, all institutions of higher education should enter into written cooperation agreements with the law enforcement agencies of surrounding localities to clarify their respective roles and responsibilities. In drafting these agreements, due account should be taken of the considerable differences among individual college and university police/security departments. The Secretary of Public Safety should assume responsibility for fully implementing this recommendation by October 1, 1992. (Enforcement Committee)

20. Campus judicial systems serve a special and distinct community. There is a real need for the development of model campus judicial procedures which include both legally essential and operationally desirable features. The State Council of Higher Education (SCHEV) should assist Virginia colleges and universities in the development of judicial systems that meet the required legal standards and reflect the individual needs and traditions of each campus. SCHEV should consider the features of a judicial system which are suggested in the Enforcement Committee's report (Attached). (Enforcement Committee)

21. Student misconduct often violates both university rules and state and federal criminal laws. The legal issues raised by the interplay between university disciplinary actions and external criminal prosecutions are often extraordinarily complex. The Secretary of Education should establish a working group composed of university authorities, representatives of the Office of the Attorney General, and Commonwealth's Attorneys to develop recommended guidelines and policies designed to minimize the potential legal conflicts which occur when addressing student conduct that violates both university rules and the criminal laws. These recommended guidelines and policies should be published not later than October 1, 1992. (Enforcement Committee)

22. The Department of Criminal Justice Services (DCJS) should develop an outline of basic instruction on the criminal justice system that can be included as part of every student's orientation and continuing education. Many sexual assault victims understandably do not fully comprehend how the criminal justice system works. This ignorance contributes to fear and reluctance to report these crimes. Knowledge of basic criminal justice procedures would be extremely valuable before an assault occurred, and would increase the number of crimes reported to law enforcement authorities. DCJS should coordinate development of this outline with the State Council of Higher Education, the Virginia Association of Campus Law Enforcement Administrators, and the Virginia Association of Commonwealth's Attorneys. (Enforcement Committee)

23. If the judicial system of an institution is based upon student self-governance, that system must be effective. If it is not, the institution's administration has the responsibility to involve members of the campus community, including students, faculty and staff, in addressing the deficiencies of the campus judicial system. The institution's administration should also take other appropriate action, if necessary, to ensure that student misconduct is not left unaddressed, but is instead subject to a speedy and fair disciplinary process. (Individual Member)

24. We have not found an adequate factual or legal basis to support a constitutionally defensible program of random, generalized drug testing of all students or applicants. Nonetheless, we recognize that mandatory drug testing may be appropriate as part of the disciplinary process and/or a treatment program for individual students or groups of students who have been found guilty of drug offenses. (Enforcement Committee)

25. The Alcoholic Beverage Control Board should prohibit the retail sale of grain alcohol, establishing guidelines which allow for the purchasing of grain alcohol only for legitimate medicinal, research, and manufacturing purposes. (Full Task Force)

Governor Wilder has directed the Governor's Council on Alcohol and Drug Abuse to conduct a six month study of the grain alcohol issue and prepare a

final report and recommendation. In the interim, Governor Wilder has directed the Alcoholic Beverage Control (ABC) to increase the price and decrease the proof of grain alcohol.

26. Public and private institutions of higher education should review existing policies governing the possession and consumption of alcohol on campus and the current level of implementation of those policies to ensure that federal guidelines and state laws are consistently and effectively enforced. (Enforcement and Treatment Committees)

27. The Secretary of Public Safety should work with the Department of Alcoholic Beverage Control to develop a comprehensive plan to increase enforcement of the minimum drinking age laws. The plan should address reducing the use of fake identification documents, seller-server training programs for bartenders and waitpersons, and other related measures. (Enforcement Committee)

28. The Department of Alcoholic Beverage Control should closely monitor mail-order sales of alcoholic beverages and should notify the Secretary of Public Safety if it appears that this activity is encouraging or facilitating underage drinking. (Enforcement Committee)

29. The Task Force does not support keg registration or a general ban on kegs, although such a ban may be considered as part of an individual institution's plan to address alcohol abuse. This recommendation is consistent with an earlier finding of the Virginia State Crime Commission. (Enforcement Committee)

30. The promotion for sale or consumption of alcoholic beverages on campus or advertising of alcoholic beverages in college student publications should continue to be prohibited. Alcoholic beverage manufacturers should be permitted to sponsor public service announcements (PSAs) in college publications which do not promote alcoholic beverages and are in strict compliance with specific guidelines developed by the Alcoholic Beverage Control Board. (Treatment and Enforcement Committee)

31. Funding received from alcoholic beverage manufacturers, wholesalers, or distributors to support campus groups, events, or activities should only be used for the purposes of the educational institution, and never to promote the sale or consumption of alcoholic beverages. Such funding should receive prior approval from the campus administration. (Treatment Committee)

32. Those universities and colleges with police departments whose officers have investigative and arrest powers and are state-certified should receive at least 16 hours of training, including 8 hours of training in a victimology course which includes a discussion of sexual assault, and 8 hours devoted to substance abuse prevention, identification, or investigation. As with other officer training courses, these courses must be approved by the Department of Criminal Justice Services. Training of all officers at those institutions should be completed by December 31, 1992, and should be made available for officers hired after that date. Furthermore, the remaining colleges and universities which have security forces rather than police departments should endeavor to have a representative or representatives of their forces undertake the same sort of training. Training providers should ensure that training is available "at cost" to those other institutions, including private colleges and universities in the Commonwealth. (Education Committee)

33. Oftentimes, female victims of sexual assault feel more comfortable discussing their cases with other females than with males. Therefore, female campus police officers should be made available and properly trained to handle sexual assault cases, and victims should be informed of this so as to make their experience the least traumatic as possible. If no female officers currently are available at an institution, the campus police should either hire one or more female officers or ensure that another female, such as a victim-witness program coordinator in the Commonwealth's Attorney's Office, is available to work with victims of sexual assault. (Individual Member)

34. Uniformity in crime reporting is critical to the development of useful comparative data. The State Council of Higher Education should direct the development of standard crime reporting procedures for colleges and universities, consistent with forthcoming federal regulations. The Department of State Police should provide whatever assistance the State Council may

require in order to implement this recommendation. (Enforcement Committee)

35. Crime prevention should be an important consideration when planning new campus facilities or modifying existing facilities. Colleges and universities should review the Crime Prevention Through Environmental Design model, discussed in the Enforcement Committee report, to determine if improvements might be necessary to increase campus safety. (Enforcement Committee)

TREATMENT

36. Each institution should ensure that services are readily available for students with substance abuse problems, or who have been victims of sexual assault. Such services can be provided directly, by referral, or by contract with local service providers—public, private or non-profit. As a part of their efforts to establish collaborative linkages with local service providers, universities and colleges should identify and host chapters of such voluntary organizations as Alcoholics Anonymous, Narcotics Anonymous, and related groups. Information about resources also should be made available to faculty and staff. (Treatment Committee)

37. If funded to do so, the State Council of Higher Education will conduct a comprehensive survey on student substance abuse levels and the incidence of sexual assault on campus at regular intervals. (Treatment Committee)

38. The Department of Mental Health, Mental Retardation and Substance Abuse Services, in conjunction with the State Council of Higher Education, should develop a directory of resources, consultants, and university-based programs that can provide assistance to universities and colleges that need it in developing, implementing, or evaluating programs, services, or policies related to these issues. (Treatment Committee)

39. Each college and university should use the resources of the Department of Mental Health, Mental Retardation and Substance Abuse Services, and the State Council of Higher Education, as well as special institutes on campuses, to enhance the colleges' and universities' services and programs in state-of-the-art treatment and prevention of substance abuse and sexual assault. (Treatment Committee)

40. The Board of Health Professions should undertake a study to ascertain whether further continuing educational programs are needed to equip counselors to advise students in cases of sexual assault and to consider whether certification in this area is needed. (Education Committee)

41. Whenever possible, substance abuse staff on the campus should be certified by the Virginia Drug and Alcohol Counselors (VDAC). Where staff are not certified, the university or college should provide opportunities for training that will lead to certification. (Treatment Committee)

42. Each President should determine whether there are faculty, administrators, or staff with interest and skills in counseling and who are willing to help provide a supportive network for students who have been sexually abused, assaulted, or have problems of substance abuse. Such a voluntary network could be linked to the more formal counseling center or health center on campus, so long as these linkages do not deter students from utilizing the informal network. (Treatment Committee)

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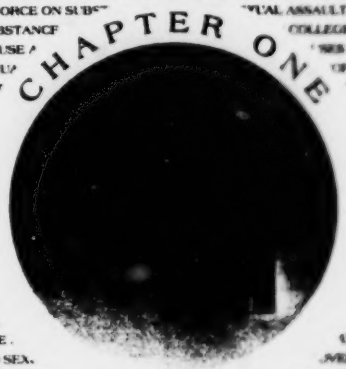

INTRODUCTION AND BACKGROUND

In a speech given to the Roanoke College Business Forum on May 17, 1990, Secretary of Education James W. Dyke, Jr., spoke of his concern about certain problems occurring with more frequency on college and university campuses, namely the prevalence of alcohol and drug abuse, the increase in violent crime and sexual harassment and escalating racial tensions. The Administration was concerned about "student incivility to one another" and wanted to take steps to ensure that Virginia's college and university campuses would become "communities of civility." To curtail these problems, the State Council of Higher Education for Virginia was asked to work with college and university Presidents to find solutions.

This request was reiterated by Secretary Dyke at the June 6, 1990 meeting of the State Council of Higher Education for Virginia. He called for "plans of civility" that would send a clear message to college and university students that "this conduct is unacceptable and condemned off campus and will not be tolerated on campus." A strong message needed to be communicated to the students at Virginia's colleges and universities that ". . . such conduct will not be condoned nor go unchallenged."

When Governor Wilder addressed a meeting of Virginia's college and university presidents in Richmond on January 22, 1991, he cited statistics showing the rapid increase in crime and widespread alcohol and drug abuse on college campuses. The Governor was also concerned about the problem of unreported rapes and assaults that was being ". . .cited with increasing frequency by universities." For these reasons, the Governor's office designated colleges and universities as "High Risk Communities." The Governor's office, the Secretary of Education, and the State Council of Higher Education began working to develop a major initiative to address these problems.

The first step taken by the Governor to combat these problems was a grant to the State Council of Higher Education for Virginia to hire a substance abuse prevention specialist. The chief objective of this position is to coordinate statewide substance abuse education and prevention activities in Virginia's colleges and universities.

Ironically, as the Administration worked to develop this initiative, two events thrust the problems of substance abuse and sexual assault into the eye of the general public as well. At the University of Virginia, twelve students were arrested on drug distribution charges and three fraternity houses were seized by the federal government as a result of an undercover drug operation. A major controversy developed at The College of William and Mary over the Administration's handling of disciplinary proceedings against a student for an alleged sexual assault of another student at the College. These two events clearly demonstrated the grounds for concern earlier expressed by the Governor.

On April 2nd, at another meeting of college and university presidents in Richmond, Governor Wilder revealed a major initiative to combat the two interrelated problems of substance abuse and sexual assault on college campuses. The initiative had two prongs; the first being the establishment of this statewide task force with the goal of developing recommendations ". . .to assist the colleges and universities of the Commonwealth in enforcement of their student conduct policies, with particular emphasis being given to substance abuse and sexual assault." He also announced the award of a grant to the State Council of Higher Education for Virginia to initiate a major study of campus rape. The study would consist of a survey of at least 5,000 students, public hearings, and a statewide conference in order to gather system-wide information on a scope that had never been gathered on this topic. The Governor expected that the outcomes of this study would be reflected in the outcomes of the Task Force. The Governor expressed hope that ". . .these efforts will dramatically improve the quality of life on our campuses and universities."

CREATION OF THE TASK FORCE

Governor Lawrence Douglas Wilder signed Executive Order No. 30 on April 16, 1991, establishing the Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses. The Task Force was delegated

> . . .the specific duty of advising the Governor on how the Commonwealth could further address and overcome two interrelated problems on Virginia's college, university and community college campuses: substance abuse (including alcohol and illegal drugs) and sexual assault.

The Secretary of Education, James W. Dyke, Jr., was appointed by the Governor as Chairman of the Task Force with Colonel Robert L. Suthard, Secretary of Public Safety, as Vice Chairman. The rest of the membership of the Task Force included Lieutenant Governor Donald S. Beyer, Jr., Attorney General Mary Sue Terry, a representative of the Office of the Governor, a representative from the Office of the Attorney General, two representatives from the Virginia General Assembly, public and private college and university Presidents, a representative of the State Council of Higher Education, state, local, and campus law enforcement officers, and two student representatives.

At the first meeting of the Task Force, Secretary Dyke appointed three committees to focus on specific components in curtailing the problems of substance abuse and sexual assault. Those Committees consisted of: Education and Reporting, chaired by Dr. Linda Lorimer, President of Randolph – Macon Woman's College; Treatment, chaired by Commissioner Dr. King Davis of the Department of Mental Health, Mental Retardation and Substance Abuse Services; and Enforcement, chaired by Dean Tim Sullivan of the Marshall-Wythe School of Law at The College of William and Mary. Secretary Dyke felt that these three committees could work ". . .to develop a set of policies and tools to help our institutions deal with these problems in the future." He saw the mission of this Task Force as ". . .the natural extension of earlier efforts by the Governor to advocate 'communities of civility' on our campuses and his designation in January of colleges as 'high risk communities'."

Secretary Dyke also announced a series of public hearings so that the Task Force could hear from experts in these areas, concerned students and the general public. Hearings were held at The College of William and Mary on April 25, the University of Virginia on June 7, Roanoke College on September 27, and George Mason University on October 24.

In addition, Secretary Dyke visited 13 colleges and universities, including Longwood College, Bridgewater College, Old Dominion University, Norfolk State University, George Mason University, Mary Washington College, Clinch Valley College, Virginia State University, James Madison University, Christopher Newport College, Dabney S. Lancaster Community College, Virginia Polytechnic Institute and State University, and the University of Virginia. These meetings gave Secretary Dyke the opportunity to hear directly from students on these issues in forums open to the entire campus community. The forums were coordinated by student government leaders on each campus.

EXPLORING THE PROBLEMS OF SUBSTANCE ABUSE AND SEXUAL ASSAULT ON COLLEGE CAMPUSES

At the public hearings, many issues related to these two interrelated problems were brought to the attention of Task Force members by various individuals involved and affected. These individuals included concerned students and citizens, law enforcement officials, victims of sexual assault, victims' advocates, treatment providers, college administrators, faculty members, and state government officials. Their concerns included the need for changes in some schools' judicial policies and procedures, lack of student education of these topics, the attitudes among members of the college community, the need for adequate treatment services and the need for changes in perceptions among students of police procedures. This is by far not a complete list of the issues brought to the attention of the Task Force during the course of the public hearings, but it demonstrates the breadth of concern by those familiar with these problems.

At the student meetings conducted by Secretary Dyke at various public and private schools across the state, students raised other issues, some that had not been covered in the public hearings. The students perceived a need for an orientation course on substance abuse and sexual assault and a need for the continuation of grants that provide student organizations with funds for educational programs on these issues. Some requested that the roles of resident advisors and resident hall directors, in addressing these issues, be clarified. One student raised the issue of the difficulty women of different cultures have reporting sexual assault incidents due to different cultural conventions and perceptions of women.

The Task Force, through various committee meetings, attempted to explore all the issues raised at the public hearings and the student meetings, and to determine various recommendations that would answer these issues. Many of these issues are discussed in the reports of the Committees, included in this report as Chapters Two, Three and Four.

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GOVERNORS TASK FORCE ON SUBSTANCE ABUSE AND SEXUAL ASSAULT ON COLLEGE CAMPUSES

CHAPTER TWO

EDUCATION COMMITTEE REPORT

Central to the Education Committee's deliberations has been the belief that education is key to addressing the problems of substance abuse and sexual assault on college campuses. The Committee was impressed by the extensive programs in place on most college and university campuses throughout the Commonwealth; those programs range from elaborate orientation sessions to a week-long series of programs on alcohol, drugs, and sexual assault matters. The Committee found that campus administrators welcomed the request by Secretary of Education James Dyke to review and expand the attention given to these subjects at orientation programs this past fall.

Despite the programs in place, a model of educational programming was needed which embraced more than providing information for students and involved more of the campus community than the Dean of Students Divisions: There is leadership to be exerted by the Presidents; there is information to be conveyed to faculty; there is a role to be played by the Trustees; there is training needed for campus security forces; there are important opportunities for visible leadership by fraternities and sororities, given their focal points for social life in and around college communities; there are greater opportunities for student/peer programming to augment existing educational activities; and there is the opportunity for professional associations (like the Virginia Association of Student Personnel Administrators) to be ongoing partners in providing continuing programs on these topics.

WORK OF THE EDUCATION COMMITTEE

In June, the Education Committee established three working groups comprised of members of the Education Committee as well as professionals from campuses and agencies throughout the Commonwealth. The working groups and their chairs were:

- Orientation and Student Briefings, chaired by Ronald Stump, Associate Dean of Students, University of Virginia.
- Police Training/Education, chaired by Gerald J. Bright, Chief of Police, Christopher Newport College.
- Fraternity and Sorority Issues, chaired by Ira Andrews, Dean of Students, Randolph-Macon College.

The Education Committee met on June 7, July 24, September 27, and October 24, 1991. The above working groups met at various times from July 1 through September 30, 1991. As a result of the various meetings, eleven recommendations were developed. They are included in the Summary of Recommendations. The following provides an overview of the discussions of the working groups and the Committee.

Campus orientation and student educational programming

With meetings on July 11 and September 30, and numerous telephone conversations, this group focused on determining the extent to which students are currently briefed about substance abuse and sexual assault in the orientation programs on college campuses and in the written materials and ongoing co-curricular programs provided to them. The working group prepared a survey (Attachment A) for each public and private institution; the completed questionnaires documenting existing programs were conveyed to the State Council of Higher Education in Virginia as part of that agency's larger review of sexual assault on college campuses. Derived from the extensive programming already evident on campuses, a model protocol for a campus' educational program for both sexual assault and substance abuse was prepared by this working group and is appended as Attachment B. Although the contours of an institution's orientation educational program will differ from campus to campus, the Education Committee strongly encourages each institution to incorporate the components that have been outlined in the model protocol into their educational programs. It is important that any initial orientation program be augmented by follow-up activities planned during the academic year for audiences which would include upperclass students as well as new students.

The Committee also recommends that orientation programs for new faculty and teaching assistants include information about the institution's policies and programs relating to substance abuse and sexual assault so that those individuals can render fuller support and counsel to students, and have a fuller appreciation of how these problems can affect their students.

Fraternity/Sorority Issues

With its membership drawn from student service staffs at public and independent colleges, undergraduate fraternity members, Greek alumni organizations, national Greek organizations, the Office of the Secretary of Education, and the Office of the Secretary of Public Safety, this working group focused on how fraternities and sororities could be more positive partners in addressing the problems of sexual assault and drug abuse. While conspicuous examples of misbehavior by fraternities have been publicized, the working group focused principally on the potential for fraternities and sororities to take greater leadership in improving the campus climate generally and in particular, in reducing incidents of sexual assault and substance abuse.

There was concern expressed at the public hearing at George Mason University that the national fraternity and sorority associations have not been as assertive as they could or should be in disciplining local houses (in addition to individual Greek members) in cases where substance abuse and/or sexual assault had been substantial. If national fraternities and sororities would set clearer expectations for house-wide discipline in the event of violations, it is believed that peer pressure by the fraternity and sorority leadership could lead to higher expectations for conduct by members and fewer infractions.

The Committee recommends a set of initiatives outlined in the Summary of Recommendations, Number 7.

Training for, and Referrals to, Police and Professional Counselors

The Police Training/Education group assessed the need for special training for campus police and

security officers at state and independent institutions to improve responses to sexual assault cases and substance abuse incidents. There was particular discussion about how campus police could be made more sensitive to students and others who have been sexually assaulted. There was also the concern about how victims could be more fully informed about the avenues for redress of sexual assault cases, both within the universities' own disciplinary systems and by means of the criminal justice system. The Committee has included specific recommendations on each of these issues.

Much attention in this working group centered on how to assure that victims were informed of the various avenues for redress (prosecution, university discipline, counselling) after incidences of sexual assault. While recognizing the need not to preempt the choice of whether to seek prosecution from the victim, the Education Committee was concerned that students be made aware of their choices. The challenge is increased since there is no one point of entry in our college campuses where students first turn after an incident of sexual assault. (For example, a victim might turn first to a campus counselling service, the Dean of Students, or to a residence hall advisor.) There is particular concern that students do not understand that delay in reporting an incident to the appropriate law enforcement officials may reduce the possibility of successful prosecution of that crime at a later date. To respond to these issues, the Committee formulated Recommendation 11.

Institutional and Statewide Leadership

The Education Committee thinks that the active support of the chief executive officer of each institution for the Task Force's recommendation is necessary to achieve a full campus-wide response in addressing the issues of drug abuse and sexual assault on college and university campuses. Each President is strongly urged to issue a specific statement explaining the work, and recommendations from, the Governor's Task Force and be actively associated with the institution's compliance with the Federal Drug-Free Schools and Communities Act Amendment of 1989. It is also recommended that the Presidents review the work of the Governor's Task Force, and the issues giving rise to its formation, with their Boards of Visitors/Boards of Trustees before the end of the 1991-92 academic year.

As outlined in Recommendation 2, the Governor's Task Force needs to call upon professional associations in the Commonwealth, which have already demonstrated leadership in these issues to continue to include programming about substance abuse and sexual assault in their annual programs.

The Education Committee thinks that there is much room for improvement in the response of colleges and universities to the problems of drug abuse and sexual assault. However, there is equal need for improvement in the response by secondary and middle schools. Survey findings of the Virginia/Tidewater Consortium revealed that 70 percent of those responding had used alcohol when they were 17 years old or younger, underscore the need for more aggressive attention to these matters before sudents come to college. Similarly, secondary school officials need to be encouraged to expand educational programming about sexual assault for their students.

SUMMARY OF RECOMMENDATIONS

1. Visible institutional leadership is needed to address effectively the problems of substance abuse and sexual assault. Each college and university, which has not done so, should specifically designate a person or persons with responsibility for coordinating educational efforts to address issues of substance abuse and sexual assault. In addition, the President of each institution must take a lead in promoting the implementation of the recommendations that apply to his or her campus. It is strongly urged that the President issue a specific statement explaining the work of, and recommendations from, the Governor's Task Force and be actively associated with the institution's compliance with the Federal Drug- Free Schools and Communities Act Amendment of 1989. It is also recommended that Presidents review the work of the Governor's Task Force and the resulting recommendations with their Boards of Visitors/ Boards of Trustees before the end of the 1991-92 academic year. As the working group on orientation of the Education Committee noted, "support from senior administrators ... is critical to addressing successfully the sexual assault and substance abuse issues on our campuses." In addition, institutional leadership should extend to working with alumni/ae groups when and where balances are shown to be inconsistent with responsible drinking practices advocated by the institution.

2. The Task Force should invite the Virginia Association of Student Personnel Administrators (VASPA), the Virginia Association of College and University Housing Officers (VACUHO), the Virginia College Personnel Association (VCPA), the Virginia Association of Campus Law Enforcement Administrators (VACLEA), and the Council of Independent Colleges in Virginia (CICV) to include programs related to the Task Force's recommendations in the annual meetings of those associations in the next 18 months. Further, it should ask the officers of VASPA to include programs dealing with these matters in one of its upcoming conferences for student leaders.

3. The state agencies responsible for curricular and co-curricular programs in secondary and elementary schools must be encouraged to increase the attention they give to substance abuse and, in particular, alcohol use. The findings of the survey from the Virginia/Tidewater Consortium, which revealed that 70 percent of those surveyed had used alcohol when they were 17 years old or younger underscore the need for more aggressive attention to these matters before students come to college. Similarly, secondary school officials need to be encouraged to expand educational programming about sexual assault for their students.

4. Every campus in the Commonwealth should include attention to sexual assault and substance abuse in orienting new students. While the contours of an institution's orientation program will differ from campus to campus, each institution is strongly encouraged to incorporate the components outlined by the orientation working group as delineated in Attachment B in planning their orientation programs. The programs need to be augmented by follow-up activities planned during the academic year for audiences which should include upperclass students as well as new students. These programs should endeavor to undermine stereotypes and myths about sexual assault and substance abuse in the course of their instruction.

5. The use of peers should be incorporated into the educational programs at each university and college. Peer counselling can be useful in programming about sexual harassment and underage drinking, as well as sexual assault and drug abuse. Fraternities and sororities should actively participate in the planning of these programs, identifying ideas for the programs, and ways to encourage full participation by the individual groups.

6. The orientation of new faculty and teaching assistants should also include information about the institution's policies and programs relating to substance abuse and sexual assault so that those who teach students have a fuller appreciation of these issues and can render fuller support and counsel to students.

7. Fraternities and sororities, as focal points for social life, have special opportunities for visible leadership with substance abuse and sexual assault issues in and around college communities.

The Governor and members of the Task Force should make clear the expectations for that leadership by fraternities and sororities on campuses in Virginia. To that end, the following recommendations are offered which should have collateral benefits for enhancing college communities generally while responding to the concerns of the Task Force:

a. University and college administrators should be encouraged to work with fraternities and sororities to identify and cultivate more sources of other adult interaction, counsel and support for addressing problems of substance abuse, alcohol usage and sexual assault. For example, institutions should seek to establish closer working relationships with the national fraternity and sorority organizations and to make better use of the national fraternity and sorority programs and resources, including chapter and regional advisers. If not already developed, alumnae/i councils should be created to work cooperatively with fraternity and sorority chapters and their local governing boards; they should encourage and invite greater faculty participation with fraternities and sororities beyond the role of chapter advisers; and they should encourage more communication and interaction between fraternities and sororities and community groups.

b. The Task Force should communicate directly with the national fraternity and sorority organizations to express strongly the need for national associations to exert leadership on the issues of sexual assault and substance abuse; in particular, the national organizations should be encouraged to convey to local chapters heightened expectations for the local chapter's need to monitor the activities within its house and to foster an environment where substance abuse, sexual assault and underage drinking are not countenanced.

c. Each university and college in Virginia should work with sorority and fraternity leaders on its campus (i) to create a written statement of the relationship between the institution and the fraternity/sorority, and (ii) to establish an annual means of self-assessment for that Greek organization. Institutional expectations should be made clear and include delineation of specific policies as well as education, prevention and enforcement measures in the area of substance abuse and sexual assault. Expectations in the areas of management, safety and health should also be included. Each fraternity and sorority should annually review, in writing, its policies, procedures and activities in relationship to its purposes as an organization and convey a written summary of its findings to the institution. The institution should communicate with the appropriate fraternity and sorority at both the local and national level concerning any problems which are noted as a result of this annual self-assessment. The institution should also inform the local and national organization of the sanctions possible for not undertaking the self-study and/or not correcting the problems that are identified.

d. Universities and colleges should identify a campus team to review the institution's programs and initiatives in response to the recommendations of the Task Force on Substance Abuse and Sexual Assault and report annually to the Secretary of Education on progress in meeting its goals and objectives in these particular areas. The campus team might include faculty, administrators, students, alumnai/ae, and community citizens.

e. To foster greater civility and enhancement of community, sororities and fraternities should take positive steps to return to their fundamental purposes and aims. In particular, each fraternity and sorority should be encouraged to be involved in community service activities on a regular basis as evidence of its organization's fundamental purposes. An example of an effort to highlight basic fraternal principles and encourage their application to daily living is the National Interfraternity Conference program, *Challenges and Choices*, which is recommended for consideration by each institution. Through a workshop format, the program leads Greeks to recognize and appreciate personal qualities and values that express the ideals of Greek life and to make a personal commitment to reflect these qualities and values in their personal living.

8. Those universities and colleges with police departments which have investigative and arrest powers, or which are state-certified, should provide for each of their officers 8 hours of training which covers the information in the victimology course on rape that the Department of Criminal Justice Services (DCJS) sponsors. Training of all officers at those institutions should be completed by December 31, 1992, and should subsequently be made available for officers hired after that date. Furthermore, the remaining colleges and universities which have security forces rather than police departments should endeavor to have a representative or representatives of their forces undertake the same sort of training; the DCJS should make training available "at cost" to those other institutions, including the private colleges and universities in the Commonwealth.

9. Those colleges and universities with police departments which have investigative and arrest powers, or which are state-certified, should receive 8 hours of training devoted to substance abuse prevention, identification and investigation; the program should be similar to that currently offered by the Department of Criminal Justice Services for any campuses where the DCJS will not be supplying the training. Training of all officers at those institutions should be completed by December 31, 1992; officers hired after that date should have similar training made available to them. Furthermore, the remaining colleges and universities which have security forces rather than police departments should endeavor to have one or more officers similarly trained; that training should be made available by DCJS "at cost," whether the institutions are public or private colleges or universities.

10. In order to ensure that the counselors on our campuses have sufficient training to assist students with incidences of sexual assault or cases of substance abuse, the Education Committee recommends that the Board of Health Professions undertake a study to ascertain whether further continuing educational programs are needed to equip counselors to advise students in cases of sexual assault or substance abuse and to consider whether certification in these areas is needed.

11. Each institution needs to ensure that various college officials who counsel students after incidents of sexual assault (e.g., resident hall staff, Dean of Students' staff, counselors, chaplains, police officers) inform students fully of their various options, both internal and external to the institution, for pursuing formal and informal redress. The institution needs to ensure that the rights of the complainant are protected and that the institution does not make choices on behalf of him or her. To that end, the Education Committee recommends that all institutions have various individuals who might first counsel students about a case of sexual assault, provide the student with a written description in plain English, which summarizes the various avenues available to the student. A model of such a form is appended as Attachment C*. For example, it is important that students understand that delay in contacting law enforcement agencies may prejudice the student's ability to have the matter prosecuted at a later date.

* *This form is to be revised and is not recommended for use at this time.*

ATTACHMENT A

SURVEY ON

Sexual Assault
and
Substance Abuse
Programs

INFORMATION ON INSTITUTION

Name of Person Submitting Programs Title Institution

Public _____ Private _____ 4year _____ Residential _____ Commuter _____

INFORMATION ON SEXUAL ASSAULT PROGRAMS

If your university/college conducts sexual assault programs for new undergraduate students (freshmen and transfers) during the formal orientation period through the students' first year, please list and describe each of them in the spaces provided below. List those programs conducted by your office as well as by other offices/organizations at your school.

Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

_____

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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SURVEY ON

Substance Abuse
Programs

If your university/college conducts substance abuse programs for new students (freshmen and transfers) during their first year, please list and describe each of them in the spaces provided below. List those programs conducted by your office as well as by other offices/organizations at your school.
Please copy this form if additional copies are needed.

_____

Name of Person Submitting Programs Title Institution

Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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Program title _____
Target audience (i.e., commuter, Greeks, non-traditional age, etc.) _____
Presentor(s) _____ faculty _____ staff _____ peers _____ other
When presented _____
Mandatory attendance _____ Yes _____ No
Contact person and telephone number _____
Brief program description including goals, format, and comments, if any.

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ATTACHMENT B

ORIENTATION PROGRAM ON

Sexual Assault
and
Substance Abuse

OVERVIEW

The process of integrating new students into college life offers opportunities for enhancing students' personal growth and learning. Presentations and discussions on sexual assault and substance abuse during orientation activities can be particularly valuable for student learning and for promoting an enhanced student life environment. The planning of such activities needs to consider the institution's characteristics and the developmental stages of the targeted student population. The typical two-three days of orientation should be a period of introducing ideas and encouraging interaction on the prevention of substance abuse (alcohol and other drugs) and sexual assault with follow-up activities planned for the academic year. These activities should be varied in type and in presentation format because of the breadth of the issues to be addressed and the learning styles, attitudes, and experiences students bring to the institution.

GOALS

The goals of an orientation program on sexual assault and substance abuse are to educate and inform students by:

- Heightening students' knowledge and interest in learning more about sexual assault and substance abuse.
- Assisting students in understanding the responsibility they need to assume for themselves in order to promote the well-being of the community.
- Informing students of the parameters for appropriate behavior including possible institutional and legal sanctions.
- Enabling students to make reasoned and well-informed choices.
- Providing information on personal safety.
- Informing students of resources, additional program offerings, and sources of assistance available to them.
- Acquainting parents with the institution's goals, expectations, activities, and services related to sexual assault and substance abuse.

SEXUAL ASSAULT PROGRAM OUTLINE

An educational program on sexual assault should include:

- A strong message that sexual assault and sexual harassment are not tolerated.
- Definitions on sexism, sexual harassment, and sexual assault.
- Information on the prevalence of sexual assault on campus.
- Information on procedures as well as encouragement and support for reporting sexual assault incidents in a timely manner.
- Discussions on the myths and facts about the causes of sexual assault.
- Regular assessment of students' knowledge, attitudes, and behaviors toward sexual assault.
- Acknowledgment of and appropriate responses for sexual assaults by persons of the same gender.
- Discussions on the implications of inappropriate behavior including possible institutional and criminal sanctions.
- Information on resources available to educate students on sexual assault and to counsel survivors.
- Presentations on campus sexual assault in the context of related societal issues (i.e. gender stereotypes, myths of masculinity/femininity, gender relationships, etc.).
- Evaluation of the activities' success in educating students; changing student attitudes, knowledge, and behavior; and enhancing the community climate.

SUBSTANCE ABUSE PROGRAM OUTLINE

An educational program on substance abuse should include:

- A definition of substance abuse.
- Expectations of the institution regarding use of alcohol and drugs.
- Discussions on the myths and facts about substance abuse.
- Information on resources available to educate students on substance abuse and to counsel students experiencing personal substance abuse problems or the effects of substance abuse by friends or family.
- Regular assessment of students' knowledge, attitudes, and behaviors toward substance abuse.
- A discussion of the possible institutional and legal sanctions for underage consumption of alcohol, use of false ID cards, and other inappropriate behavior.
- Evaluation of the activities' success in educating students; changing student attitudes, knowledge, and behavior; and enhancing the community climate.

ACTIVITIES

The activities selected to implement the above goals and ideas should be based on the campus' culture and needs of the student population. The process of identifying these activities offers an opportunity for a dialogue among students, faculty, and staff on the importance of the program and the means to implement it. Such a discussion can also build a broad-based support for the program.

Ideas for activities can be obtained from several sources. The annual VIEW Conference in June can provide student leaders with plans for substance abuse programming. In addition to information on publications and training, the State Council of Higher Education (SCHEV) will be providing a catalog of substance abuse and sexual assault activities currently being conducted at Virginia colleges and universities. Finally, the Network of Colleges and Universities Committed to the Elimination of Drug and Alcohol Abuse provides information, training, and resources related to substance abuse. Over 1,200 institutions belong to the Network, which was created by the U.S. Department of Education. Information on joining the Network is available through the State Council of Higher Education, 101 North 14th Street, James Monroe Building, 9th floor, Richmond, Virginia 23219, 804/225-2137.

ATTACHMENT C

STATEMENT ABOUT

Available Channels
for Those with
Complaints of Sexual Assault

(This form is to be revised and is not recommended for use at this time)

CRIMINAL PROSECUTION

I understand that I may have been the victim of a crime.

I further understand that immediate investigation by appropriate law enforcement officials may be very important to the possibility of successful prosecution of any crime that may have occurred.

_____ I agree to speak with a representative of the Commonwealth Attorney's office or the local law enforcement agency and ask that such a meeting be arranged. I understand that going to speak to the Commonwealth's Attorney does not mean that I am interested in having the incident prosecuted; I will have the chance to make my views known at a later date, but delay in speaking with the Commonwealth's Attorney may preclude the ability to decide later to have the case prosecuted since the necessary evidence may not then be available.

_____ I do not wish to speak to any representative of the local law enforcement agency about this matter at this time.

COLLEGE AND UNIVERSITY DISCIPLINE

I understand that a violation of the institution's regulations and/or student code of conduct may have occurred and that any such violation may be punished by disciplinary action against the person or persons who committed the violation.

_____ I agree to speak with the appropriate college official about possible disciplinary action and ask that such a meeting be arranged.

_____ I do not wish to speak with anyone about an internal disciplinary action at this time.

COUNSELING

I understand that there are counseling services available on campus and in the community that may be helpful to me. These services include:

(insertion of counseling services by each institution)

_____ I would like to speak to a counselor and ask that such a meeting be arranged.

_____ I do not wish to speak to a counselor at this time.

_____ _____
(Date) (Signature)

_____
(University official reviewing
this statement with student)

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ENFORCEMENT COMMITTEE REPORT

INTRODUCTION

The Enforcement Committee of the Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses has met frequently since being appointed in April 1991. Among the many issues potentially within our purview, we chose to concentrate on five which we believed to be most important:

I. **Drug Testing** options within constitutional limits.

II. **Coordination and Cooperation** among the multiple parties responsible for making campuses crime-free. These parties include students, school administrators, campus police, local police, and Commonwealth's Attorneys.

III. **Sexual assault victims** are often intimidated by the law enforcement system. What may best be done to protect the victim while assuring that persons so victimized are encouraged to take full advantage of their legal rights?

IV. The proper role of **Campus Judicial Systems** in adjudicating breaches of campus regulations which also constitute serious violations of the criminal law.

V. **Double Standards** concerning student conduct. Are students, because of their status as students, treated more leniently than other citizens when criminal laws are violated?

In the course of the Task Force's work, we discovered other issues which required our attention. Our findings in respect to some of these have been incorporated in our extended discussions of the five topics noted previously. We concluded, however, that four issues justified separate treatment. They are:

VI. Alcohol is the "Drug of Choice" on Campus. How can we reduce significantly the number of students who consume illegally and/or abuse alcohol?

VII. Crime Reporting requirements for schools. New federal guidelines require each school to publicize crime rates. How can we best insure a uniform method of reporting among Virginia colleges and universities so as to permit comparative evaluation?

VIII. Crime Prevention through Environmental Design. How can we implement crime prevention concepts when designing and modifying campuses?

IX. Issues of Alcoholic Beverage Control which would affect alcohol consumption on college campuses.

To augment the information received at the Task Force's public hearings, we invited to our committee meetings campus student affairs administrators, campus police, local police, and Commonwealth's Attorneys. Their testimony and our subsequent discussions proved most beneficial in shaping the conclusions and recommendations included in this report.

With the help of Committee member, Chief Michael Sheffield and his colleagues at the University of Virginia Police Department, we surveyed the police and security departments of the state's institutions of higher education. Our goal was to obtain information on officer training and the scope of formal working agreements between campus and community law enforcement agencies. A summary of the survey results is incorporated in this report.

We believe the adoption of the recommendations included in this report will improve significantly the ability of Virginia universities and colleges to deal successfully with substance abuse and sexual assault. Our goal — in common with that of other committees of the Task Force — has been to devise proposals which address the root causes of substance abuse and sexual assault. We entertain no illusions that our proposals will eliminate entirely either problem. We wish, however, to emphasize the critical importance of the direct and continuing involvement of university Presidents and Governing Boards in the implementation of these recommendations. Only with such a highly visible commitment by the top leadership of each campus will the university community commit its full energies to protect its members against the tragic human costs of alcohol abuse and sexual assault.

RECOMMENDATIONS AND DISCUSSION

I. Drug Testing

The Committee benefitted greatly from an in-depth review of the constitutionality of drug testing, provided by the Office of the Attorney General.

Recommendation:

We have not found an adequate factual and legal basis to support a constitutionally defensible program of random, generalized testing of all students or applicants. Nonetheless, mandatory drug testing may be appropriate as part of a disciplinary and/or treatment regimen for individual students or groups of students who have been found guilty of drug offenses.

II. Coordination and Cooperation

Discussion:

The existence of parallel judicial systems on the campus and in adjacent communities complicates the enforcement efforts of both university and local law enforcement agencies. The Committee heard much testimony pointing to examples of good campus-community cooperation. However, some of the incidents which contributed to the creation of this Task Force, as well as empirical data collected by the Committee, highlight a need for significant and systematic improvements in the level of cooperation between campus authorities and local law enforcement agencies.

Because today's criminal activity is rarely confined to either the campus or the surrounding jurisdictions, formal mutual aid and cooperative agreements provide benefits to all affected parties. A formal and comprehensive written agreement of shared authority, which allows an institution's police officers to engage in normal police activities in areas adjacent to the college or university, would be beneficial to both parties and should be adopted by every Virginia college or university and its adjacent jurisdictions.

With such agreements in place, cooperating jurisdictions would be better able to coordinate police responsibilities and coverage for major events such as athletic competitions, protection for visiting dignitary, and disaster response planning. Cooperative agreements will create an environment which maximizes the likelihood of a speedy and successful law enforcement effort while minimizing the possibility of petty jealousies or "turf wars."

Both public satisfaction and police services are also improved by an increased university police presence in these neighboring areas. A unified presentation of law enforcement efforts addresses the needs both of members of the campus community and local citizens. It also helps to avoid cases in which one agency responds unilaterally to a situation which may have a direct impact on an adjacent jurisdiction. Moreover, the cooperative agreements, which we recommend, will permit more efficient use of available personnel, and thus reduce the cost of such necessary services.

Our survey of institutions indicated that only six of twenty-five university or college police departments in the state have formal mutual aid and cooperative agreements with local police departments. Of those schools who have security departments or who use private security, just two of twenty-four have such written agreements.

Recommendation:

We recommend that all institutions of higher education enter into written cooperative agreements with the law enforcement agencies in surrounding localities. The Secretary of Public Safety should assume responsibility for the full implementation of this recommendation not later than October 1, 1992.

III. Team Approach to Sexual Assaults

Discussion:

Cases of alleged sexual assault present special problems of coordination. Testimony and survey data suggest that many victims of sexual assault are reluctant to report the incident or to seek help. A major factor contributing to this reluctance is fear of being victimized a second time by the criminal justice process. Fear of the indignities associated with evidence collection, police interviews and insensitive interrogators are often a victim's worst nightmare.

Given the highly sensitive and often conflicting roles of counsellors, police, campus administrators and prosecutors, testimony supported the multi-disciplinary "team approach" as most productive. The implementation of a team approach, while

posing a real organizational challenge, provides each professional the opportunity to do his or her job as part of a coordinated effort.

Recommendation:

Once a sexual assault has occurred, we endorse the recommendation of the Education Committee that a team approach be utilized for victim support. We also endorse the Education Committee's recommendation that every person in a position to serve as first counsellor to a victim of sexual assault provide the victim with a written statement, in plain English, which summarizes the various options available to the student. The combination of a clear statement of options and the timely intervention of a coordinated team of professionals maximizes the likelihood that a victim of sexual assault will receive the help that she or he deserves.

IV. Campus Judicial Systems

We want to ensure that campus judicial systems operate fairly and do not work to the detriment of criminal proceedings. Since student misconduct often violates both university rules and state or federal criminal laws, assuring fairness to all parties is often difficult.

The Committee believes that the critical first step is to assure that the key elements of campus judicial systems meet certain minimum concepts of fundamental fairness and, in the case of state institutions, constitutional due process requirements laid down in Dixon v. Alabama State Board of Education 294 F.2d 150 (1961) and later cases.

The Committee heard testimony which identified two features essential to the development of effective campus judicial systems: extensive student involvement and a fair hearing which protects the rights of both the accuser and the accused.

Because the university is preeminently a place to learn, the purpose of a campus judicial system must be to assure the preservation of an environment conducive to learning. Since the university is also a community with goals distinct from the larger society, campus judicial systems must not be seen simply as minor league models of "real world" courts. The swift and fair disposition of asserted disciplinary violations is the best measure of an effective campus judicial system.

In defining substantive offenses and shaping procedural policies, universities – even those which are state supported – have greater legal flexibility than do the criminal courts. Yet no less than the criminal courts, the ultimate effectiveness of campus judicial systems depends upon community support. For this reason, students should play an important part in defining, enforcing and explaining university disciplinary policies. Time must be spent early and often explaining to students the rationale and the operation of campus judicial systems. Moreover, expert opinion supports strongly the participation of students as members of disciplinary panels.

While it is true that the full burden of constitutional requirements applicable to criminal trials does not apply to campus disciplinary procedures, state universities must meet minimum standards of due process as articulated in cases such as Dixon. As a matter of policy as well as law, the constitutional standards articulated in Dixon and its progeny also define the appropriate elements of a fair system at most universities – public or private. These requirements include:

- Notice of the charges to the accused.
- Giving both sides the opportunity to be heard in considerable detail, although the right to cross examine witnesses is not required.

This is where a strong hearing officer, who can also ask questions himself or herself, is critical if the process is to maintain the crucial balance of fairness between the accuser and the accused.

- Giving the accused the names of witnesses against him or her and an oral or written report on the facts to which each witness will testify.
- The right of the accused to present a defense against the charges and to produce either oral testimony or written affidavits of witnesses on the accused student's behalf.
- Informing the participants of the hearing panel's results and findings and providing them with access to the decision for personal review.

The Committee heard additional testimony to suggest that model campus judicial systems should also incorporate the following additional elements:

- An explanation of the possible consequences of the hearing.

This should be explained in a student handbook provided for all students each year. Additionally, the judicial system should differentiate between serious cases which have significant implications, such as expulsion, and lesser incidents which may result in less serious penalties such as reprimands or revoked privileges. Not all cases are automatically entitled to full hearing. As the risk of serious punishment increases, the accused should be afforded more due process.

- The right of the accused to have someone from the college community to help represent them.

This does not mean that the accused should be allowed to have a lawyer present to represent them. If there is a concurrent criminal charge for the incident being investigated, then it "is almost mandatory" to allow the accused to have a lawyer advise him or her, but not necessarily to represent him or her before the hearing panel. Only if the university prosecuted with a lawyer would the accused be entitled to equivalent representation.

It should also be noted that institutions need not await the conclusion of a pending criminal trial to take action. The university's obligation to preserve a safe educational environment compels swift action in accordance with campus disciplinary procedures. The existence of a parallel criminal proceeding, however, does dictate that the university proceed with special care and make every effort to maintain good communications with local law enforcement agencies.

AND

- The provision of notice, to the accused and in writing, of the penalty to be imposed.

Since university disciplinary proceedings, even at state universities, are not considered legally to be criminal trials, constitutional concepts such as double jeopardy and the right to protection against self-incrimination are not directly applicable. Nonetheless, actions taken by university officials during the course of university proceedings can adversely impact the conduct of subsequent external criminal proceedings.

The legal and constitutional issues raised by the overlap between university disciplinary actions and external criminal proceedings are legally complex. The Committee is not equipped to provide detailed guidance in this area. The critical point is that university authorities, local law enforcement officials and Commonwealth's Attorneys should maintain an open and continuing dialogue to assure compatibility between university and community judicial systems.

Recommendation:

We recommend that the Secretary of Education, the Secretary of Public Safety, the Attorney General, and appropriate representatives of the Commonwealth's Attorneys' office establish a working group to develop, by October 1, 1992, model collaborative guidelines for use by universities and local law enforcement agencies.

Additionally, we recommend that basic instruction on the criminal justice system be included as part of every students' orientation and continuing education. In the area of sexual assault, for example, too many victims do not understand how the system works. This ignorance contributes to fear and to reluctance to report these crimes. . Knowledge of basic criminal justice procedures would be extremely valuable before an attack occurred, and would increase the number of crimes reported to law enforcement authorities.

V. Double Standards

Discussion:

The Enforcement Committee acknowledges that some – perhaps many – members of the public believe that students who violate the law are treated more leniently than other citizens who commit similar offenses. The Committee heard extensive testimony on this subject from local police officials, Commonwealth's Attorneys and campus administrators. Their testimony did not generally support the view that students are a special class who receive systematically more lenient treatment for criminal offenses. In fact, some witnesses testified that enforcement is more strict on campus and that students frequently find themselves being punished twice for the same offense, once by the university and once by the courts.

While the preponderance of evidence available to the Committee suggests that students are not treated specially, we do not deny the possibility that in some communities and in some cases students may receive more lenient treatment than other citizens. University administrators, campus police and local law enforcement officials should be sensitive to the risk of treating students as a specially protected class. To the degree that such

a risk may exist presently, we believe our recommendations for increased and systematic cooperation between campus and community officials will serve as an additional safeguard.

Additionally, we believe that university administrators, campus police and local law enforcement officials should also be sensitive to the risk of treating some students differently than other students. Students should all be treated equally, regardless of their status or affiliations within the campus community.

VI. Use of Alcohol on Campus

Discussion:

During the course of its work, the Committee concluded that the problem of alcohol abuse on campus needs urgently to be addressed. When discussing substance abuse issues, preoccupation with illegal drugs frequently prevents a more balanced assessment of the broader problem of substance abuse. Nothing in our report should be construed to diminish our concern about the scourge of illegal drug use. No Virginia university should tolerate the illegal use of drugs. Penalties for such offenses should be severe. Automatic expulsion is a clearly appropriate sanction for any student convicted of drug trafficking. Yet the seriousness of illegal drug use notwithstanding, without question, alcohol is the most frequently used and abused drug on Virginia campuses.

A survey conducted in 1990 by the Institute for Substance Abuse Studies of the University of Virginia showed that 80 percent of college students in Virginia had used alcohol in the past month and 93 percent had tried alcohol at least once. By comparison, the number who frequently used or had tried illegal drugs was significantly lower. Marijuana, for example, was used in the prior month by 12 percent of students and 57 percent had experimented with it during their lifetimes. Cocaine use was even lower, with just one percent having used it in the prior month and nine percent having tried it in their lifetimes. Alcohol is clearly the drug of choice among Virginia's college students.

The Institute's study also examined some of the results of students' drinking. Physical fights, police trouble, unsafe driving, unsafe sex, and regretted sex (sex that the student would not have had if they were sober) all occurred more frequently when students had been drinking alcohol. The study also suggests that the frequency of sexual contact increased with the amount of alcohol consumed. Of all the deleterious effects of alcohol, sex while intoxicated occurred more often than any other. This combination of increased aggressiveness and heightened sexual interest is a recipe for increased sexual assaults. Testimony to the Task Force confirmed the correlation between alcohol use and acquaintance rape.

It is understood that alcohol does not cause sexual assaults. However, it is clear that alcohol is a significant factor in many sexual assaults. For some, alcohol increases the psychological urge to become more aggressive and do things that a person would not normally do if sober.

The testimony we heard suggested clearly that on most Virginia campuses rules and procedures do not address adequately either the seriousness or the pervasiveness of alcohol abuse.

In summary, it is clear that alcohol is the drug of choice on Virginia's campuses, that there is a direct correlation between the use of alcohol and dangerous behavior, and that there is a consistent absence of fully effective enforcement mechanisms to stop underage drinking and to decrease alcohol abuse among those who are of legal age.

Recommendation:

We recommend that public and private institutions of higher education implement enforcement measures that more consistently reflect the seriousness of the problem of alcohol, especially underage drinking.

In the course of its work, the Committee learned of some innovative and apparently effective enforcement mechanisms. Old Dominion University, for example, has developed a "Dean's Summons" program. Instead of formally arresting every student who is caught drunk or drinking in public, campus police invite the student to accept voluntarily a "Dean's Summons." The summons requires the student to meet with the Dean of Students on the next working day. The Dean can then determine an appropriate penalty for the student. Penalties usually involve some form of alcohol abuse education. After three alcohol-related infractions, however, a student is automatically expelled.

Our recommendation that alcohol enforcement mechanisms be strengthened significantly should be integrated with recommendations of the Treatment Committee to ensure that a comprehensive enforcement, referral, and treatment program exists at each Virginia university.

VII. Crime Reporting on Campus

Discussion:

The Student Right to Know and Campus Security Act of 1990 (Public Law 101-542), passed by Congress in November 1990, requires all institutions of higher education to make crime reports available each year to current and prospective students. To date, no federal guidelines implementing the Act have been published. They are expected to be available by the end of 1991.

Recommendation:

We believe that uniformity in reporting will be critical to the development of useful comparative data. The State Council of Higher Education should take the lead in coordinating the development of standard reporting procedures consistent with forthcoming federal regulations. The Department of State Police should provide whatever assistance the State Council may require in order to implement this recommendation.

VIII. Crime Prevention Through Environmental Design

Recommendation:

We believe that colleges and universities should adopt the attached Crime Prevention Through Environmental Design (C.P.T.E.D.) model to ensure that campuses are designed to provide the highest possible level of security.

IX. Issues of Alcoholic Beverage Control

Five issues which directly involve the Alcoholic Beverage Control Board (ABC) have more recently come to the Committee's attention. They are: alcohol advertising in college newspapers, the fake identification problem, the availability of grain alcohol at ABC stores, the availability of wines via mail-orders, and keg registration. The following are the Committee's observations for each issue:

Recommendations:

Alcohol advertising in college newspapers:

The current ban on alcohol advertising in college newspapers should be maintained. Alcohol is clearly the drug of choice on our college campuses. Additionally, a significant proportion of students are not of legal drinking age. For these reasons, we believe that the advertising of alcohol in college newspapers is an insidious influence which works to the detriment of the academic community.

However, we do support, subject to approval by administration officials at each school, allowing college newspapers to run public service announcements sponsored by distributors of alcohol which encourage responsible behavior.

Use of fake identification:

Since the legal minimum drinking age was increased to 21 years of age, the production and use of fake identification to circumvent this law has dramatically increased. We believe that the Secretary of Public Safety should work with the Department of Alcoholic Beverage Control to develop a comprehensive plan to increase enforcement of the minimum drinking age law. In addition to the fake identification problem, the plan should also address additional enforcement measures, seller-server training programs for bartenders and waitpersons, and other related measures which could be used to reduce the availability of alcohol to persons less than 21 years of age.

Availability of grain alcohol at ABC stores:

The Enforcement Committee believes that the problem of excessive alcohol use by college students would not be affected significantly by banning the sale of grain alcohol at Virginia ABC stores. We believe that if grain alcohol were banned, those students who currently purchase this product would simply purchase other types of alcohol as a substitute.

However, we do believe that there should not be a positive price incentive to purchase grain alcohol in preference to other products. Therefore, we support an initiative to increase the price of grain alcohol so that it costs as much to purchase, as measured in alcohol content, as other similar alcoholic beverages.

Availability of wines via mail-orders:

We have discovered no evidence that the availability of Virginia wines via mail-order has contributed significantly to the problem of underage drinking. Therefore, we believe that no change in this regulation is necessary at this time. However, the Department of Alcoholic Beverage Control should closely monitor mail-order sales activity and should notify the Secretary of Public Safety if it appears that the mail-order sale of Virginia wines is encouraging underage drinking.

Keg registration or a ban on kegs:

The Enforcement Committee has not received conclusive evidence that keg registration or a ban on kegs will significantly impact the consumption of alcohol in college communities. While we do believe that efforts to reduce the consumption of alcohol should be supported, we do not believe that banning or registering kegs will significantly impact consumption. Rather, we fear that the result may be something else entirely, such as increased consumption of liquor or the increased consumption of beer from cans and bottles. The latter development could also lead to more consumption while driving, as cans and bottles are more portable, as well as drunken "beer runs" after supplies are exhausted. For these reasons, we believe that the result of either a ban on kegs or keg registration could aggravate rather than ameliorate the problem it is intended to address.

SECURITY SURVEY TOTALS

Surveyed:	46 out of 51 Answered Survey
Police Departments:	25
Security Departments:	19
Private Contracts:	5
No Answers:	5

[Note: Three schools use more than one form of security.]

Police Departments

25 out of 25 - State Certified
24 out of 25 - Armed
19 out of 25 - No formal agreement with local police.

Security Departments

19 out of 19 - In house
2 out of 19 - Armed
10 out of 19 - Use outside training
17 out of 19 - No formal agreement with local police.
19 out of 19 - Call police to report incidents.

Private Contract

5 out of 5 - Renew their contracts annually.
1 out of 5 - Armed
5 out of 5 - No formal agreement with local police.

Totals (of responding schools)

1. 27 out of 49 - Armed
2. 41 out of 49 - No formal agreement with local police.

[Note: Total number of schools is three higher than the number who responded due to schools with more than one form of security. Only 46 schools responded.]

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TREATMENT COMMITTEE REPORT

At the first meeting of the Treatment Committee on June 27, 1991, Committee members defined two principal concerns which they determined encompassed all of the issues on which they needed to focus when forming recommendations. Testimony heard at the first two public hearings had left no doubt as to the immense scope of the problem of substance abuse on college campuses, and the Committee quickly assessed the need for early identification of those with substance abuse problems and early intervention by administrators, faculty members, staff persons and fellow students. The Committee wanted to ensure that once identified, those with substance abuse problems and victims of sexual assault had adequate treatment services available to them.

As the Committee began to explore these issues, one further concern began to emerge from discussions with experts in the treatment and law enforcement fields. There was an enormous amount of institutional enabling occurring on college campuses across the Commonwealth. It was agreed that, without attempting to modify the campus environment that enabled substance abuse and sexual assault, any recommendations made could only have limited impact at best.

With their goals defined, the Committee met with faculty members, state agency representatives, representatives from public and private treatment facilities, and law enforcement officers to solicit information and recommendations from those who had first-hand knowledge of the extent of the problems and the best solutions to address the current conditions on college campuses.

IDENTIFICATION AND INTERVENTION

The process of identifying those individuals with potential substance abuse problems must begin even before the student arrives on campus. Although the risk of addictive behavior increases once a student has entered college, due to the common feelings of social isolation, lack of support groups and loss of identification, a student has more than likely experimented with alcohol and/or other drugs while in high school or at an even younger age. We must continue to evaluate the current trends in substance use and abuse, provided by available survey instruments, in order to assess the prevention, education and treatment needs of the students at our institutions of higher learning.

Once a student is enrolled at an institution, members of the faculty, administrators, staff members and fellow students are valuable assets in the early identification of and intervention with those with substance abuse problems. Campus police arrest hundreds of students, some of them repeatedly, for alcohol violations, and yet, these students are rarely identified to the appropriate staff persons for intervention and treatment, if necessary. Similarly, resident advisors are often aware of those students in their residence halls who exhibit substance abuse problems or the potential to develop such problems. Faculty and administrators, who suspect a student may have a substance abuse problem, must assess the problem, discuss the problem with the student, and encourage the student to get help as quickly as possible.

TREATMENT AVAILABILITY

Once students have been identified that have substance abuse problems that require treatment, each student should have adequate treatment services made available to them. Faculty members from college counseling centers reported to the Committee that there was an overwhelming demand for their services. There is a reported lack of certified substance abuse counselors at most institutions of higher learning.

In order to expand the resources available to students, institutions should look to community resources for assistance in providing treatment services. Each school should develop a formal referral policy with the local Community Services Board or private treatment facilities, if the institution is unable to meet the treatment needs of its students. Students should be well informed of the treatment services available to them both on- and off-campus.

Continuing support is necessary for those students who have successfully completed a treatment program. Students should receive encouragement and help in organizing Narcotics Anonymous, Alcoholics Anonymous, and other support groups on each campus. Many experts suggested a need for a drug- and alcohol-free residence hall or wing for recovering students, or other students who wish to live in this type of atmosphere. Those in the residence hall or wing could provide support for each other and provide other students with persuasive examples of "healthy living."

INSTITUTIONAL ENABLING

From the information received from experts in the treatment, enforcement, and educational fields, Committee members became extremely concerned with the institutional enabling and a campus environment that fostered these problems.

Some faculty members and law enforcement officials that spoke to the Committee felt that some administrators, staff members, and other faculty members maintained a laissez-faire attitude concerning the enforcement of alcohol policies and the substance use and abuse by students on campus. Particularly disturbing accounts were recounted to the Committee concerning campus events where participants were drinking in public, in flagrant violation of state and Federal laws with insufficient intervention by law enforcement officials. Campus events sponsored by alcoholic beverage distributors and advertising of alcoholic beverages in sports programs communicated the message that alcohol is an integral part of any social event on campus. Committee members raised the question of how students could be held responsible for their inappropriate actions and expected to maintain healthy lifestyles when alcohol was promoted at school-sponsored events?

As part of its interim report, Treatment Committee members decided to address this cultural enabling that was occurring by suggesting a ban on alcohol at all campus-sponsored events. The Treatment Committee had been asked to explore this possibility by faculty members and students

that had addressed the Committee who felt that alcohol had no place in an environment that should be conducive to learning. By offering an alcohol ban as a recommendation, the Committee hoped to draw attention to the gravity of the substance abuse problems on college campuses, and to generate discussion on other, more feasible solutions for the elimination of institutional enabling.

As part of this discussion, it was suggested that the Committee review the laws already established concerning alcoholic beverages on college campuses. After a review of these laws by an agent of the Department of Alcoholic Beverage Control, the Committee determined that the laws necessary to curtail the institutional enabling that was occurring were already a part of the Virginia Code. Under the current circumstances, an alcohol ban was not necessary, however, consistent and effective enforcement of current laws by campus police, local law enforcement, and agents from the Department of Alcoholic Beverage Control is essential as well as support from administrations for the enforcement of these laws.

The recommendations that follow are those the Treatment Committee have determined would best address the need for identification of those students with substance abuse problems, for early intervention by others, and for providing treatment services for those individuals. A few of the recommendations are intended to cease the institutional enabling that is occurring on college campuses across the Commonwealth. Recent events have proven that substance abuse problems are common among students at our institutions of higher learning. Only by changing the environment that fosters those problems can our campuses become "communities of civility."

RECOMMENDATIONS

After much scrutiny and evaluation, the Treatment Committee approved these final recommendations for the consideration by the full body of the Governor's Task Force on Substance Abuse and Sexual Assault on College Campuses:

1. Each university/college president should identify faculty with interest and skills in counseling to help provide a supportive network for students who have been sexually abused or have problems of substance abuse. Such a network can be linked to the more formal counseling center or health center on campus, so long as these linkages do not deter students from utilizing the informal network.

2. Each university and college (public and private) should utilize resources from the Department of Mental Health, Mental Retardation and Substance Abuse Services and the State Council of Higher Education (SCHEV) as well as special institutes on university campuses to enhance the colleges' services and programs in state-of-the-art treatment and prevention of substance abuse and sexual assault.

3. Each university and college (public and private) should develop a council (representative of a cross section of the campus community) on substance abuse and sexual assault (or authorize an existing council) to help develop, implement or evaluate policies, procedures or environmental conditions related to the treatment or prevention of these problems.

4. Each university and college (public and private) should insure that services are readily available for students with substance abuse problems or who have been victims of sexual assault. Such services can be provided directly, by referral or by contract with local service providers—public, private or non-profit. As a part of their efforts to establish collaborative linkages with local service providers, universities and colleges should identify and host chapters of such voluntary organizations as Alcoholics Anonymous, Narcotics Anonymous, and related groups. Information about resources should also be made available to faculty and staff.

5. Peer facilitator models, aimed at providing information, support, initial intervention, and referral should be made available to all social organizations on campus. These social organizations should be asked to assist in providing information and assistance in preventing substance abuse and sexual assault.

6. Virginia universities and colleges are encouraged to create programmatic relationships with secondary schools in their surrounding communities in relation to substance abuse and sexual assault prevention and treatment. Colleges and universities should also advise counselors of high schools from which they recruit students about services available to students on campus for victims of sexual assault or individuals with substance abuse problems. This communica-

tion can be accomplished by utilizing counselor newsletters or admission representatives, or through other means to be determined by the colleges.

7. Each university and college (public and private) should establish and implement policies governing the possession and consumption of alcohol on campus, consistent with enforcement of Federal guidelines and state laws.

8. The marketing of alcoholic beverages on campus or advertising of alcoholic beverages in college student publications should be prohibited. Alcoholic Beverage manufacturers should be permitted to sponsor public service announcements (PSAs) in college publications, which are in compliance with specific guidelines developed by the Alcoholic Beverage Control Board.

9. Funding received from alcoholic beverage manufacturers, wholesalers, or distributors to support campus groups, events, or activities should be used for educational purposes only and receive prior approval from campus administration.

10. If possible, a comprehensive survey on student substance use levels and the incidence of sexual assault on campus should be conducted at regular intervals by the State Council of Higher Education (SCHEV).

11. Whenever possible, substance abuse staff on campus should be certified by the Virginia Drug and Alcohol Certification (VDAC). Where staff are not certified, the university or college should provide opportunities for training that will lead to certification of its staff.

12. The Department of Mental Health, Mental Retardation and Substance Abuse Services, in conjunction with the State Council of Higher Education, should develop a list (resource directory) of resources, consultants, and university-based programs that can provide assistance to universities and colleges (public and private) that need assistance in developing, implementing, or evaluating programs, services, or policies related to sexual assault or substance abuse.

13. An annual statewide conference should be supported by a combination of state agencies and universities that will focus on effective treatment and prevention programs in the areas of substance abuse and sexual assault.

14. The Virginia Alcoholic Beverage Control Board should prohibit the retail sale of grain alcohol. Grain alcohol should only be available for legitimate medicinal and manufacturing purposes, under guidelines developed by the Alcoholic Beverage Control Board.

Governor Wilder has directed the Governor's Council on Alcohol and Drug Abuse to conduct a six month study of the grain Alcohol issue and prepare a final report and recommendation. In the interim, Governor Wilder has directed the Alcoholic Beverage Control (ABC) to increase the price and decrease the proof of grain alcohol.

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APPENDICES

ACKNOWLEDGEMENTS

Staff assistance to the Task Force and its Committees was provided by:

Karen J. Petersen, Deputy Secretary of Education
Kris Ragan, Staff Assistant to the Governor's Task Force
Amy M. Curtis, Governor's Drug Policy Office
Paul A. Garrahan, Office of the Secretary of Public Safety
Cynthia R. Lane, Office of the Secretary of Education
Marigail Sexton, State Council of Higher Education
William A. Burns, Randolph-Macon Woman's College
Mandie M. Patterson, Department of Criminal Justice Services
J. Michael Mullen, State Council of Higher Education
Donna R. Brodd, State Council of Higher Education
Margaret A. Miller, State Council of Higher Education
Jay W. Malcan, Department of Criminal Justice Services
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R. Claire Guthrie, Deputy Attorney General
Martin B. Mait, Department of Criminal Justice Services
Carole Yeatts, Governor's Drug Policy Office
Phyllis F. Cheek, Office of the Secretary of Education
Ira Andrews, Randolph-Macon College
Jay Lemons, University of Virginia
Ronald Stump, University of Virginia
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The members of the Governor's Task Force wish to extend their thanks to the following individuals, groups and agencies who made substantial and valuable contributions to this study.

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Public Hearings:

Thursday, April 25, 1991
The College of William and Mary

Friday, September 27, 1991
Roanoke College

Friday, June 7, 1991
University of Virginia

Thursday, October 24, 1991
George Mason University

Task Force Meetings:

Wednesday, April 17, 1991
House Room D, General Assembly Bldg.

Tuesday, November 19, 1991
Rooms C, D, E, Monroe Building

Wednesday, July 24, 1991
Room E, Monroe Building

Wednesday, December 11, 1991
House Room D, General Assembly Bldg.

Student Forums:

Monday, October 14, 1991
Radford University

Thursday, October 24, 1991
George Mason University

Tuesday, November 5, 1991
Clinch Valley College

Thursday, November 21, 1991
Longwood College

Tuesday, November 26, 1991
Virginia State University

Thursday, December 5, 1991
Dabney Lancaster Community College
James Madison University

Tuesday, October 15, 1991
Virginia Polytechnic Institute

Monday, October 28, 1991
Bridgewater College

Friday, November 15, 1991
Old Dominion University
Christopher Newport College

Monday, November 25, 1991
Mary Washington College

Tuesday, December 3, 1991
University of Virginia